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ABSTRACT

The 9th session of the Ad Hoc Conference on the Education of Migrants had 3 themes. Theme I was "measures to improve the position of immigrants and their families, primarily in respect of their educational circumstances, at the time of arrival in the host country." The second theme was "measures to secure satisfactory educational provision before and during the host country's compulsory schooling period". Theme III was "measures to secure the satisfactory provision of opportunities for vocational and technical training and general education for adults and adolescents". This report presents the conclusions and recommendations of the conference for each theme. Recommendations for Theme I are in the areas of social conditions, information, education in and out of school, research and multilateral context. Some overall recommendations are: (1) encourage bilateral and multilateral cooperation between the host and emigration countries with the aim of promoting exchanges between civil servants and social workers concerned with migration problems; (2) encourage the award of study grants on the same conditions as to other children so as to enable migrants' children to pursue their secondary education; and (3) improve the system for providing information on research with regard to migration. (NQ)

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OF EUROPEAN MINISTERS OF EDUCATION

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CONCLUSIONS AND RECOMMENDATIONS
OF THE
AD HOC CONFERENCE ON THE EDUCATION OF MIGRANTS

(Strasbourg, 5 - 8 November 1974)

Theme I - "Improving the position of immigrants and their families, primarily in respect of their educational circumstances, at the time of arrival in the host country"

Theme II - "Securing satisfactory educational provision before and during the host country's compulsory schooling period"

Theme III - "Securing the satisfactory provision of opportunities for vocational and technical training and general education for adults and adolescents"

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RESOLUTION No. I

"IMPROVING THE POSITION OF IMMIGRANTS AND THEIR FAMILIES, PRIMARILY IN RESPECT OF THEIR EDUCATIONAL CIRCUMSTANCES, AT THE TIME OF ARRIVAL IN THE HOST COUNTRY"

The Conference,

CONSIDERING that migrations, which give rise to all kinds of difficulties, should also provide, for those involved in them, new opportunities for human, social and vocational advancement ;

CONSCIOUS OF the fact that this advancement can be encouraged by the development of activities designed to ensure the cultural enrichment of migrants and their families as well as that of the population of the host countries ;

BELIEVING it necessary to encourage initiatives at national and international level to ensure that information and guidance are provided for the families of migrants, as well as reception facilities and education ;

CONVINCED that only a recognition of the problems faced by migrants and their families can bring about a firm political resolve on the part of all the competent authorities with a view to adopting measures to resolve the difficulties raised by migrations ;

RECOMMENDS that the Standing Conference of European Ministers of Education should invite the Governments of member States to take concrete measures to :

1. in the social field :

   a. reduce gradually the period during which the families of migrants are separated (as far as possible this period should not be longer than 12 months) (1); to this effect an effort should be made in the provision of housing, particularly with regard to access to subsidised housing under the same conditions as apply to nationals; should there be no authorised reunion of the family within that space of time, special home leave in the sending country should be granted, with a view to preserving the unity of the family ;

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(1) Five countries voted against the inclusion of this parenthesis; eleven voted in favour; one abstained and one did not take part in the vote.

b. ensure that the resident immigrant family enjoys the same social protection as that accorded to the families of nationals; social protection should also be secured by appropriate means to family members who have remained in their country of origin, account being taken of conventions and agreements already in force ;

c. create or improve facilities specifically for reception purposes, mainly for the benefit of newly arrived immigrants (for example, information and guidance centres, interpretation services, crash language courses); then promote integration into the host country by granting to migrants and their families ready access to public bodies and institutions (for example, in the fields of social work, education, leisure and vocational advancement) ;

d. encourage the full participation of migrants and their families in local affairs by granting them, for example, under specific conditions, voting rights at that level, or by arranging for consultation or participation when decisions are taken concerning them on the social and educational level and by setting up standing advisory committees representative of the foreign population ;

e. ensure, as far as feasible, in respect of family members who have remained in the sending countries, that maintenance obligations are fulfilled; and, in cases of dispute between separated spouses, ensure that the procedure for payment of maintenance obligations adopted by the Committee of Ministers of the Council of Europe in October 1968 is employed ;

2. <u>in the field of information</u> :

a. disseminate by all appropriate means to migrants and their families all information that might be of use both before departure and on arrival; public opinion in the host countries should be made aware of the problems and the situation of migrants; in this respect, it would be expedient to encourage the development of initiatives taken by public authorities, recognised voluntary service associations and groups of voluntary workers ;

b. encourage bilateral and multilateral co-operation between the receiving country and the sending country with the aim of promoting exchanges between civil servants and social workers concerned with migration problems ;

c. achieve co-ordination, at the national level, of activities in the field of information for migrants and their families, especially on education; this aim could be achieved more easily by the creation within the appropriate bodies of a co-ordination committee bringing together representatives of various public and private institutions ;

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3. in the field of education in and out of school :

a. avoid separating migrants' children from other children in compulsory education, except for purposes of adaptation and of maintenance of the culture of origin ;

b. take advantage of the presence of foreigners in a class to stimulate mutual understanding and respect by drawing on the cultural contribution that immigrant children can make and by taking every opportunity to study important events and outstanding personages and the history and geography of the emigration country ;

c. provide education and training services with the necessary means to promote educational activities for adults as well as for children, in order to enhance social mobility where possible; priority should be given to the teaching of the language of the host country ;

d. encourage activities (evening theatrical or folklore performances, leisure pursuits, lectures, film shows and the like) designed to encourage exchanges between different cultures with a view to enriching the host community and groups of migrants' families ;

4. in the field of research :

a. increase resources for the promotion of research into information processes, social adaptation and the linguistic and vocational training of migrants and their families ;

b. encourage research and case studies on families having already emigrated, on those planning to move, and on those who have returned to their country of origin; these studies should lead to a better understanding of the various problems which migrants and their families have to face, and they should provide data to guide policy decisions ;

c. give special attention to research into language learning and teaching for children and adults, due consideration being paid to the projects undertaken by the international organisations - in particular the Council of Europe - in this field ;

d. improve the system for providing information on research with regard to migration ;

5. in the multilateral context :

a. encourage international and governmental organisations and the appropriate professional bodies to help in achieving the aims advocated above ;

b. ensure international co-ordination of action with regard to the education of migrants, so as to avoid dispersal of resources and effort.

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RESOLUTION No. II

"SECURING SATISFACTORY EDUCATIONAL PROVISION BEFORE AND DURING THE HOST COUNTRY'S COMPULSORY SCHOOLING PERIOD"

The Conference,

CONSIDERING the importance of the pre-school period in the psycho-social development of the child and for the learning of language (a key factor in the integration of foreign children in the host community) ;

BELIEVING that the compulsory schooling period is the only stage at which all migrants' children can be given the basic education which will grant them access either to an occupation with the prospect of professional and social advancement or to further studies at secondary level (general, technical or vocational) ;

CONVINCED that oral proficiency in the host country's language and some ability to write it can be attained during that period under certain conditions ;

CONSIDERING that it is important for the children of migrants to maintain and acquire proficiency in their mother tongue and that this proficiency, in addition to the decisive role it plays in building and developing a child's personality, offers a better chance of possible reintegration in the home country and, in any event, of good intra-family relationships - as well as, probably, a sounder basis on which to study the host country's language ;

CONSIDERING the indispensable contribution which primary schools can make in helping immigrant families, apart from teaching their children ;

AWARE of the difficulties encountered by young immigrants who arrive in the host country at the age for taking up secondary education ;

CONVINCED that teachers in the host countries as well as in the countries of origin should be properly trained for these tasks, and aware of the special role played by teachers who devote their careers primarily to the education of migrants' children ;

RECOMMENDS that the Standing Conference of European Ministers of Education should invite the Governments of member States to :

1. ensure that, as far as nursery facilities, pre-school education and schooling are concerned, migrants' children are treated on a basis of strict equality with the children of the host country, and that they also benefit from measures designed particularly for them (special classes, reception classes, transition classes etc) ;

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2. ensure that migrants receive clear and concise information, either before their departure from their country of origin or on arrival in the host country, and that such information is prepared in their language (possibly in the form of multi-lingual brochures) ;

3. take steps to ensure that migrants' children are :

   - all subjected to compulsory schooling in the same way as native children, whatever their parents' status, and do not suffer in their schooling from any irregularity in their parents' situation;
   - all required to attend classes regularly in accordance with the legislation in force in the host country;
   - assembled on arrival in the host country, when their number makes this possible, in reception classes with a view to enabling them to learn the host country's language as rapidly as possible, and thus avoid falling behind in the educational system. Such classes could be modelled on the special experimental classes sponsored by the Council of Europe. Failing this, extra tuition may help to achieve the same aim;
   - placed, where appropriate, in adaptation classes aimed at integrating children into the education system at a level corresponding to the studies they have already completed;
   - given the choice of being taught certain subjects in their mother tongue, so that without loss of time they may enter normal schooling in either the host country or the country of origin;

4. encourage the emigration countries to provide children, free of charge, with textbooks for the current and following school years in the country of origin, so as to help them adjust to the subjects taught; and encourage the immigration countries to waive all customs duties on teaching materials. The immigration countries should supply, free of charge, the textbooks used in their schools under the same conditions as for native children ;

5. take steps to ensure that school results are entered in the school career record proposed by the Council of Europe, foreign pupils never being prevented from transferring to a higher class because of inadequate knowledge of the teaching language ;

6. ensure that the host country's language is taught actively and intensively by methods in keeping with the children's mentality and psychology. Such teaching should preferably be incorporated in the normal timetable. During primary education, the foreign child may be exempted in bilingual or plurilingual countries from studying a second national language ;

7. provide opportunities for migrants' children to learn, keep up and develop a good knowledge of their mother tongue and the culture of their country of origin so that they can both settle down well in the educational system of the host country and keep the door open for a return to their country of origin, while taking advantage, if they so desire (in particular in their careers) of their bilingual situation. Teaching of the mother tongue can be either included

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in the normal timetable or given at other hours, depending on circumstances. Some subjects in the curriculum (eg natural sciences, geography) could be taught in the migrants' mother tongue. Local authorities, consular authorities and embassies should provide all necessary assistance : teachers (preferably bilingual), textbooks, teaching materials etc ;

8. recognise the equivalence of certificates awarded at different levels of compulsory schooling in the immigration and emigration countries, and the validity in the emigration countries of courses in the language and culture of the country of origin which are given in the host country. The competent intergovernmental organisations should promote efforts in this direction ;

9. encourage efforts to provide pupils in primary classes with help in their work from competent staff during periods of supervised study outside school hours, in accordance with Resolution (70) 35 of the Committee of Ministers of the Council of Europe ;

10. encourage action to make socio-cultural and sports activities and holiday camps (or similar institutions) available to migrants' children in the same way as to native pupils ;

11. take whatever action may be appropriate to associate migrant parents with the activities of the school, in accordance with Resolution (70) 35 of the Committee of Ministers of the Council of Europe, by promoting contact between schools and families (dissemination of information, meetings with interpreters etc) ;

12. establish and develop reception classes for migrants' children who have not completed or regularly attended primary schooling in the host country, so as to prepare them for secondary education. Where there are enough young illiterate migrants adaptation classes should be provided so as to enable them to acquire a proper secondary education (vocational or technical) ;

13. ensure that, following primary school, migrants' children can choose their native language as a second or third language in secondary education, and that curricula are adapted accordingly ;

14. encourage the award of study grants on the same conditions as to other children so as to enable migrants' children to pursue their secondary education ;

15. set up, in each country, in pursuance of Resolution No. 5 (1962) of the Standing Conference of European Ministers of Education, a documentation and co-ordination centre in which all relevant information concerning migrants and their children's education will be centralised for the purpose of dissemination ;

16. encourage action in the emigration countries, during basic training, to make future teachers aware of the migration phenomenon and its implications for educational practice by providing information on the origins and present state of the migration of manpower. Teachers sent abroad should be given specialised training covering at least the language of the host country and its institutions the competent authorities in the emigration country will place them at the service of the host country ;

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17. ensure that, during basic training in the immigration countries, similar action is taken to familiarise teachers with the problems they will have to face in classes attended by migrants' children ;

18. ensure that teachers who are to devote themselves to the education of migrants' children are enabled to specialise and that teachers already confronted with the problems of conducting classes attended by such children are enabled to acquire suitable additional training ;

19. provide those responsible for initial and further teacher training, and also school inspectors, with opportunities for information and training relevant to the various aspects of the education of migrants' children ;

20. promote the holding, in the receiving countries, of courses for teachers from the countries of origin, and vice versa, in accordance with Resolution (70) 35 of the Committee of Ministers of the Council of Europe, so as to further understanding of the cultural and educational systems of these countries ;

21. prompt and encourage in the various countries affected by migratory movements research into the socio-cultural, psychological, linguistic and pedagogic problems raised by the education of migrants' children ;

22. encourage the Governments of the member States concerned to supply help and advice, and take whatever steps are necessary, with a view to obviating reintegration difficulties for children returning to their countries of origin ;

23. extend bilateral and multilateral action to implement the measures advocated above.

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RESOLUTION No. III

"SECURING THE SATISFACTORY PROVISION OF OPPORTUNITIES FOR VOCATIONAL AND TECHNICAL TRAINING AND GENERAL EDUCATION FOR ADULTS AND ADOLESCENTS"

The Conference,

AWARE of the scale of intra- and extra-European migratory movements and of the educational problems they pose for workers and their families ;

CONSIDERING that it is the duty of Governments to respect migrant populations, as representing an asset, and foster their human, social, technical and vocational potential ;

BELIEVING that the adaptation of migrants and their families to the society of the host country or their integration into it, calls for an enhancement of their social and vocational status, which implies an improvement in their technical and vocational training and general education ;

NOTING that learning the host country's language is fundamental to any harmonious integration into the social and economic environment and to any further general education or vocational training, while also guaranteeing greater security at work and developing the migrant's personality ;

BELIEVING that the members of the worker's family should also receive suitable education so as to break down the social barriers by which they are often isolated, ensure rapid adjustment to their new environment and find more suitable and positive solutions to the educational problems posed by the uprooting of their families ;

NOTING that most migrants need help from the public authorities and private institutions in the host country in order to achieve a command of its language and keep and increase their command of their own language, even though the conditions for this appear to be favourable ;

CONVINCED that language instruction for migrants should aim further than mere literacy and form the basis of a proper general education, so that migrants have every chance of professional advancement in the host country ;

BELIEVING that young people who have immigrated at the stage of adolescence, at or about the school-leaving age, deserve and require special attention so as to have genuine opportunities to further their general education or vocational training beyond the level of compulsory schooling ;

CONSIDERING that action by the public authorities, however widespread and generous, cannot alone constitute a satisfactory response to the educational and cultural needs of adult and adolescent migrants, and that the active and constructive participation of all interested parties - trade unions, churches, both sides of industry, private associations, etc - is an elementary condition for effective action ;

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RECOMMENDS to the Standing Conference of European Ministers of Education that the Governments of member States should be invited to :

1. remove obstacles arising from laws or regulations which may still prevent adult and adolescent migrants from acceding to the different levels of secondary and advanced education and training and limit their possibilities of recourse to public and private institutions awarding scholarships, study grants, etc ;

2. see to it that any system of recurrent education encourages the best possible integration of adult and young migrants in the labour market and society of the host country, and enables them to return to their home country with improved skills ;

3. take, in pursuance of Resolution (68) 18 of the Committee of Ministers of the Council of Europe, the measures which are necessary according to the political and administrative structures of each country to guarantee to migrants and their families genuine opportunities for the rapid learning of the host country's language ;

4. make many more arrangements enabling migrants and members of their families to study and refresh their knowledge of the language of their country of origin and to consolidate and develop their indigenous culture, so that if and when they return their integration will be the easier ;

5. devise specific training programmes for adolescent and adult migrant workers, where integration in the normal system proves impossible or unduly difficult, bringing together various disciplines through the integrated teaching of theoretical and practical knowledge, with general courses and also vocational pre-training courses; arrange courses for the instruction of training personnel and leaders ;

6. arrange classes for adolescent and adult migrants so as to enable them to make as rapid and smooth a transition as possible to normal courses of general education and vocational training, so encouraging job mobility and the re-settlement of migrants ;

7. do their utmost to arrange for the financing of such courses, a considerable proportion of the expenses being borne by employers, so that the migrant, wherever possible, can attend them during working hours without loss of earnings ;

8. make sure that effective use can be made by all migrants of information, documentation and guidance services ;

9. set up joint committees, with representatives of the public services, employers, workers, representatives of the migrants concerned and specialist welfare services, to look into and find solutions to the specific problems of particular groups ;

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10. encourage, without prejudice to the responsibility of official authorities all types of action taken by non-governmental bodies - churches, trade unions, private associations, etc - for the purpose of helping migrants and their families with their education and training ;

11. encourage employers to provide migrants, on arrival, with rudimentary practical training in hygiene and safety so that they can avoid industrial accidents and occupational diseases as far as possible ;

12. seek to obtain the support and/or co-operation of future employers or professional bodies in financing, organising and managing programmes of training and education for would-be immigrants ;

13. initiate concerted action between countries of origin and host countries, for the establishment of suitable means of cultural and professional advancement, so as to facilitate the return of migrants to their countries of origin ;

14. intensify bilateral and multilateral co-operation in the planning, sponsoring and broadcasting of radio and television programmes, so as to use to the best possible effect opportunities provided by these media both for language teaching and for offering migrants and their families programmes relayed from their countries of origin ;

15. strengthen such co-operation with a view to harmonising both the aims and the programmes of basic and vocational training, thus facilitating mutual recognition of certificates and diplomas ;

16. encourage intergovernmental or other competent organisations to undertake research on the subject, in order to obtain scientific data on the various aspects of the problems of migrants' education ;

17. provide the intergovernmental organisations dealing with these problems with the resources they need to carry out the tasks defined in the foregoing paragraphs.